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SUBMISSION BY THE CANADIAN WELFARE COUNCIL TO
THE ROYAL COMMISSION ON BILINGUALISM AND BICULTURALISM

The Canadian Welfare Council
55 Parkdale Avenue, Ottawa 3, Canada

August 1965

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I. INTRODUCTION

The Canadian Welfare Council is grateful to the Royal Commission of inquiry on Bilingualism and Biculturalism for this opportunity to join with other national organizations in presenting this account of the Council's own experience in the field which is within the scope of the Commission.

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I. INTRODUCTION

The Canadian Welfare Council is grateful to the Royal Commission of inquiry on Bilingualism and Biculturalism for this opportunity to join with other national organizations in presenting this account of the Council's own experience in the field which is within the scope of the Commission.

The Canadian Welfare Council was established more than forty years ago and it has been bilingual since its inception. Both ethnic groups which were founders of Confederation have helped to develop the Council. And though its history bears evidence of difficulties, as well as successes, the Council nevertheless has succeeded in maintaining within its membership a common conception of aims and outlook in social welfare, and it has been able to do this without setting up regional or provincial branches. No parallel French-speaking organization which might have had the same purposes and the same structure was ever established.

As a national organization, it was necessary for the Council to seek the co-operation of both the English and the French speaking people of Canada; it could not otherwise have pretended to be national. Though the bilingualism that the Council practised through the years served as a useful means to achieve its promotional and educational aims, still more important was the coming together of the two cultures through meetings, joint action and the adoption of common positions of many issues. The two different cultures have enriched one another and have influenced the changes in and the development of social welfare in Canada.

This submission, approved by the Board of Governors, has been prepared by a bilingual study committee appointed by the Board. The Council hopes that this information will be useful to the Royal Commission and also to other national organizations which must keep in mind the bicultural and bilingual character of Canada.

In order to give the submission the right perspective and to underline its full significance, it was felt that a brief preamble outlining the beginnings and the development of the Council, plus a brief study of its aims and structure, would serve a useful purpose. This is followed by a statement on the different stages in the growth of biculturalism and bilingualism within the Council, including the special role of the French Commission. Finally, the means used to encourage this growth are explained. Reference is made throughout the submission to the difficulties as well as the successes, the growing pains as well as the achievements.

II. PREAMBLE

Born in 1920, during the aftermath of the first World War, the Canadian Welfare Council received its original impetus from the needs of the English-speaking Canadian community. The first school of social work and the first community fund were both founded in English-speaking communities before the coming of the Council. Moreover, the provincial child welfare officers who constituted the first nucleus of the Council were from English-speaking Canada and shared a common philosophy about the treatment of child neglect.

In French-speaking Canada, the first community fund appeared in 1933, and the first school of social work in 1938. The Quebec Public Assistance Act of 1921 included among its provisions the placement of children in institutions.

These brief facts give some indication, we believe, of why the concept of "community awareness" expressed itself in a different way and at a different point in history in English-speaking Canada and in French-speaking Canada.

Thus, in the former group, the democratic approach to welfare services and the need to extend them to the total community came at an earlier stage. This, plus the large number of autonomous religious groups, may have led the English-speaking group to become more deeply involved in a national council such as the C.W.C. On the other hand, within French Canada, care for the poor and the sick was for a very long time the responsibility of religious orders assisted by lay groups

such as the St-Vincent-de-Paul Society. The parish structure which constituted in the past a self-contained community, provided for the needs of its less fortunate members. However, with urbanization and industrialization the responsibility for welfare changed as lay boards, government social services and professional social workers came into being, thus stimulating more citizen participation in broad community programs, including the C.W.C.

III. THE CANADIAN WELFARE COUNCIL

1. Objective and methods

The Canadian Welfare Council is an association of public and private agencies and of citizen groups and individuals interested in policies and programs which affect the well-being of Canadians and social welfare in general in Canada. It is in the main a centre for study, planning and action. Its objective is to help ensure for the people of Canada social security measures and social services that are efficient and of high quality.

Broadly speaking, the Council achieves this objective in three ways. First, through correspondence, staff field trips, conferences and meetings, it provides consultation, planning and co-ordinating services to agencies, groups and individuals concerned with the quality of services, of staff and administration in the fields of social welfare, health and recreation. Second, the Council, of its own initiative or as requested by its members, conducts studies on various aspects of social welfare or on special problems that give rise to reports, submissions, findings, and statements of standards and principles. Finally, because of its role as a central information and education bureau, the Council analyzes and publishes data and statistics on services and problems related to social welfare. This constitutes a useful contribution to its own research projects and also to outside research which it encourages by all the means at its disposal.

2. Structure of the Council

The Council is at present made up of four divisions: Corrections, Community Funds and Councils, Family and Child Welfare, and Public Welfare. A fifth, the Recreation division, is in abeyance. These divisions are semi-autonomous, each having a national committee which determines its program in keeping with the general aims of the Council. These committees are made up of representatives of organizations and of individuals interested in the particular work of the division. A special study commission called "The Commission on Education and Personnel" deals with the training and recruitment of personnel for the social services.

3. There are also matters that do not fall within the scope of divisions or commissions or that are of a general nature, and therefore are of interest to all sections of the Council. These become the responsibility of the "Research and Special Projects Branch" which includes the following committees of the Board of Governors: Aging, International Social Service, Research, and Welfare of Immigrants. Through the loan of staff, the Council assists other national projects such as the Canadian Conference on the Family. The Canadian Conference on Social Welfare which was previously an independent body, and has recently become part of the Council's structure.
4. The Council's information, education and translation services are the responsibility of the Public Relations Branch which is answerable to the National Public Relations Committee of the Board. Finally, the general administration of the Council rests with an Administrative Branch.

5. The French Commission is a body which has both a consultative and a liaison role in all matters related to the French aspects of the work of the Council. It is directly responsible to the Board. The Commission's role and its significance will be dealt with at length in Part IV of this submission.
6. The Board of Governors formulates the general policy and program of the Council. It is composed of 96 representatives from all across the country, taking into account geographic, religious, ethnic and occupational factors. It includes representatives of public and private organizations, welfare agencies, associations and individuals who are members of the Council.
7. The Council membership is made up of some 480 social agencies and other citizen groups, including corporations and labour unions; individual membership totals about 1100. Several federal departments, all provincial governments and many municipalities are members. The private sector is represented through national, provincial and local organizations and associations from all parts of the country. Both volunteers and professionals play an important role in the guidance of the Council.
8. The Council's budget is approximately half-a-million dollars. Its income is derived from three main sources: membership fees (agencies, corporations and individuals); grants from the federal government, from each of the ten provinces and from several municipalities; and contributions from community funds.

IV. GROWTH OF BILINGUALISM AND BICULTURALISM

WITHIN THE C.W.C.

9. Although the interests of the Council extend to all Canadian ethnic groups, French-English bilingualism and biculturalism has held a special place in its history. It has shown

- a) that the growth of bilingualism and biculturalism paralleled closely that of social services in the province of Quebec, and to a certain extent that in the provinces with a French-speaking minority;
- b) that the Council was willing to be bilingual and bicultural from its very inception;
- c) that French-speaking Canadians joined the Council of their own accord.

One could say actually that the Council was first bicultural (though this word was not in use when it was founded in 1920), and then became bilingual at the request of the French Canadians themselves.

10. The Council has always attempted to work with French-speaking Canadians through their own institutions. For instance, the proceedings of Canada's First Child Welfare Conference (1921) mention that: "The Conference recommended the formation of a Canadian Council on Child Welfare, to co-operate with the Division of Child Welfare (i.e. within the Federal Department of Health) and to prepare a national programme for child welfare work in Canada... it devolves upon those interested in child welfare in each province to meet in

provincial conference...". It should be noted that at that time the only provincial child welfare council in existence was that of Quebec. This explains the Council's early relationship with such agencies as Les Gouttes de lait, a child health agency mentioned in the Council's first annual report.

11. A women's organization, la Fédération des Femmes canadiennes-françaises suggested the formation of a French section within the Council and this was done at a meeting held in Winnipeg, on September 12, 1923. Results of this decision appeared in the Council's constitution of 1925:

"3. a) the work of the Council shall be carried under the following sections:

Child Hygiene

The Child in Employment

Recreation and Education

The Child in Need of Special Care

The Spiritual and Ethical Development of the Child

The French-speaking Section".

In 1933, when the Council was re-organized, the division on French-speaking Services was recognized as having the same status as other divisions described as the "professional services", and was given the same representation on the Board, that is, four persons, including the chairman of the division, and three other representatives nominated by it.

12. This formal recognition met the desire of the French-speaking group to participate in the Council as a whole. The movement to participate

gained greater strength through the years as French-speaking members increased so much so, in fact in 1937, the Council could state that it was "the only national agency that has sought to serve the great French language charities through bilingual staff and publications".

There have been four distinct stages in the progression of bilingualism in the Council:

1925-1938

1939-1949

1950-1959

1960-1964

13. 1925-1938

The Council was first known as the Canadian Council on Child Welfare. In 1929, it became the Canadian Council on Family and Child Welfare and finally, in 1935, the Canadian Welfare Council. The first emphasis on child welfare problems paralleled the concerns of Quebec and Canada as a whole at that time, when private organizations in the child welfare field were grappling in particular with high child and maternal death rates. To meet this need, the Council appointed as head of French Services, from 1927 to 1938, a nurse who undertook various types of educational work: speeches in various communities in Ontario and Québec, preparation of brochures on child and maternal health, etc.

In 1931, the Council organized the first national bilingual welfare conference in Quebec City. The 1931 annual report of the Council described briefly the bilingual aspect of that conference as follows: "Each of the speakers will address the audience in his own language

but, beforehand, his text will be translated and distributed in the other language so that all participants may follow the discussion. Interpreters will be present for the discussion". The second bilingual conference took place in 1932 in Montreal with the same bilingual planning and structure.

In 1933, in its submission to the Commission on Social Insurance (Monpetit Commission), the Council stated the need for an official child protection system for the province of Quebec and suggested that family and child welfare services be established on a diocesan basis. (It is interesting to note that this structure was adopted about ten years later because it met the need of the province). This was the first of the significant contributions of the Council to the province of Quebec.

At that time also, the Council was consulted during the early stages of development of La Fédération des Oeuvres de charité canadiennes-françaises of Montreal, which later became one of the largest community funds in the country. The Council also helped many communities with the problems of administration of direct relief which were acute during this period.

With the advent of health units in Quebec, the need for the French work of the Council in matters of maternal and child hygiene diminished somewhat. Therefore in 1947, the publications which up to that time had been distributed directly to the mothers, were handed over to the province which undertook to distribute them.

14. 1939-1949

The Council, now freed from this educational work, directed its French services toward the social work field proper. The decision was timely as it permitted the Council to be part of a movement which was the turning point in the growth of social work in French Canada.

About this time, the schools of social work of both Laval and Montreal Universities were beginning to train the first French-speaking professional social workers for Quebec and other provinces. To assist these efforts, the Council issued numerous publications and a French language bulletin *MISSIVE* (which later was to become *BIEN-ETRE SOCIAL CANADIEN*) to promote the newer patterns in social work. Consultation was given to help in the founding of new agencies or in the re-organization of others. The establishment of study committees, such as that of the French Community Funds for instance, made for a closer and continuous liaison with the French-speaking group. The Council loaned its staff for rather lengthy periods to help with these changes. The staff undertook surveys and analyzed the situation and the needs of particular agencies or communities in order to make proposals to be worked out through the years mainly in Quebec, Ontario and New Brunswick.

15. Up to 1947, French participation was channelled mainly through the French Services Division, with the guidance of a committee. It was noted that the Council's functional divisions were becoming more active and transforming themselves into the semi-autonomous structures that exist today. This transformation brought about changes in the French section of the Council. At the same time, French-speaking volunteers

and professionals in the field of social work wanted to draw closer by means of a functional sector; the time obviously had come to change what was called the Division of French Services and to give it a different structure. Hence the 1947-48 report stated: "The implications of this trend have not yet been worked out fully although they have been considered by the Division's Committee. It is clear, however, that there will have to be within the Council a bureau or a department which is in a position to service our Quebec members. Difference of language constitutes one factor, but also important are the cultural and religious differences which make the context of social work in Quebec different from that of any other area of Canada. Moreover, it is only to the extent that of French-speaking workers, volunteers and professionals have the opportunity to meet together that they can bring their full contribution to the thinking of the Council and to the general planning of welfare in Canada.

16. This statement of the Executive Director at that time, Mr. R.E.G. Davis exposed the dilemma clearly. It is also stated the position of the Council which was eager to have French-Canadians contribute to its thinking and program, but was also aware and respectful of the real differences between the two main linguistic groups of our country. The Council recognized the need to meet the wish of French-speaking Canadians to take part in all the activities, general and specialized, of the Council. But there was also need to find some way to encourage them to meet among themselves, if they so desired and afford them the opportunity to draw away from the specialized interests of sectors, to integrate themselves with the over-all policies of the Council, and bring about a sound expression

of opinion reflecting the general interest of the French group of the Council. After a study, the method adopted was that of the French Commission, a body with both consultative and executive functions, in which the French-speaking element of each section of the Council, including the Board of Governors, was represented.

This new plan had many advantages. For one thing, it did not move away radically from the past structure, and it gave the French group a much more definite role in the formulation of Council policy. It also provided an opportunity for French-speaking members to consult among themselves, and it counteracted to some extent the weakness and indetermination that could have resulted from the dispersion of effort through many sectors.

17. It might be useful to illustrate concretely the role of the Commission. It was first called upon to advise, in a number of circumstances, both the Board and the divisions. Institutes held under its auspices have channelled the thinking of the Council towards the French-speaking community and vice versa. The Commission has expressed the point of view of the French-speaking members of the Council on briefs and has assisted in promoting them; it has also co-operated in the formal presentations that followed. The Commission has advised the Council on the need for bilingual staff, both for the general and for the specialized services, and it has helped in the search for competent candidates. It has assisted in obtaining financial support from French Canada and it has helped in recruiting members. The decade after 1950 was particularly active and a brief reference to major achievements follows.

18. 1950-1959

In 1951, the Council was seriously considering moving its office to Toronto. There were various reasons for this: many of the volunteers, administrators and university people with whom the Council staff were dealing lived in that city and it was believed that travelling time and costs would be reduced if the C.W.C. office were in Toronto. The French Commission was consulted and it advised that for the sake of national unity, of the past efforts of the Council to bring about co-operation between French-speaking and English-speaking Canadians, and for the sake of the Council's efforts in advancing social services and social welfare legislation, the office should remain in Ottawa. The Commission added that if the environment of a large city were needed to pursue the Council's work, Montreal rather than Toronto should be chosen. And the Council stayed in Ottawa! This proved to be a wise decision.

In 1953, after noting that the English name of the Council had official recognition, the Commission intervened and obtained the same recognition for the French name in the by-laws of the Council.

19. The Commission has always been concerned with representation of French-speaking people on the Board and has suggested candidates each year. These for the most part are recruited from among business and professional men, and from boards of local and regional agencies. They come mostly from large and medium-sized urban communities; there are few from rural areas.

20. The Commission has studied through the years the important briefs of the Council which bear on various questions, such as assistance to the handicapped, public assistance, capital punishment, health services, lotteries, unemployment, social security, human rights, taxation and welfare, and the Canada Pension Plan. The Commission has advised and made suggestions on each of these major proposals after consulting not only its own members but also other French-speaking specialists. The same type of consultation is given when advice is sought by Council divisions.

The Commission has always been interested in the problems of structure of the Council, and the Function and Organization study (completed in 1954-55 and dealing with the purposes, the internal and external structure and the administration of the Council) offered the opportunity to clarify its relationship with the different sections. The role of the Commission is, all in all, quite delicate. It counsels and, if need be, takes certain initiatives. It is different from a divisional national committee in that it does not attempt to build its own program but rather works toward strengthening the other sections of the Council.

21. The institutes and meetings organized by the Commission are probably the activity which has most attracted the attention of the French-Canadian public to the Canadian Welfare Council. These institutes planned and organized in relation to the Council's program, have also taken into account the concerns and needs of the French-Canadian community. One could cite, for instance, the institute on foster homes (1954).

For many years, the Council had been interpreting to French-Canadians the idea of foster homes for the placement of homeless children. One can guess that to a community in which the predominant type of child placement was the institution, this idea was rather shocking and brought about a lively debate. With time, however, the quarrels subsided and the soundness and reason of the Council's position were better understood. The discussion during the 1954 institute did away with the competition between opposition camps and took into account the wise use of both methods of child placement.

During other institutes, it was the Council that benefited from the meeting of the two cultures. This influence was particularly felt during the institute on public assistance which was the prelude to an official statement of the Council on this subject. The emphasis on the family that is inherent in French Canada brought about some significant changes in the Council's statement.

22. 1960-1964

As time passed, and as various sections of the Council enjoyed more and more French participation, it became less necessary for the Commission to exercise its executive function. French participation in the functional fields such as aging, family and child welfare was evidenced by the increasing number of translations and the request for bilingual meetings, including general meetings of the Council and those of the different sections.

23. A study of the role of the Commission was then undertaken. As a result, it was decided to emphasize its role as an "advisor and

consultant" within the C.W.C. Its rather heavy structure (65 members) was simplified. In the past, the Commission included all French representatives of the Board and national committees; it now includes only one representative from each of the divisions (to insure liaison between the two structures), three representatives from the Board and the chairmen of the Commission's sub-committees, eighteen members in all.

24. The Commission considered that its first and most urgent task was to secure official recognition of the bilingual and bicultural character of the Council, and it urged that an official position should be taken by the Board. It therefore prepared a statement which was later referred to a joint committee and then presented to the Board. Formal approval came on October 18, 1963. The Council's Executive Committee was then requested to implement the principles enunciated in the brief, which bind the Canadian Welfare Council to a policy of full bilingualism and biculturalism. So far, steps have been taken to improve the knowledge of French among the English-speaking staff to emphasize to a greater extent than in the past the bilingual presentation of numerous official media of communication (letterhead, forms, etc.). The search for French-speaking and bilingual staff for certain vacant posts has also been intensified.
25. In brief, the French Commission has been a vital and necessary agent in directing the Council's work in French Canada and in winning for it the co-operation of the French-speaking Community. The Council thus has been enabled to serve both of the main linguistic groups

of Canada, taking into account their differences and the contributions each can make. Is this to say that the task was pursued without friction or difficulties? Not at all; some people thought at times that the Commission delayed and stood in the way of certain projects, or else that it encouraged the Council to adopt solutions of compromise. Others saw the Commission as a useful instrument which gave to all Council activities a truly Canadian outlook. Whatever the point of view, the Council has always deliberately promoted the integration of bilingualism and biculturalism within its structure, in spite of the problems inherent in such a situation. These problems must be approached philosophically, however, because in spite of the general goodwill of the English-speaking group there are still misunderstandings, oversights, not to say indifference, at times. These mistakes create in certain members of the French-speaking group the feeling of "not belonging", which is frustrating to them. For the time being, the French Commission does assist in settling these differences and in bridging the two elements.

26. If the French-speaking group is sometimes impatient, so is the English-speaking one. The Council's English-speaking members, living outside Quebec, Ontario and New Brunswick are not sufficiently aware of the nature of Canada's biculturalism and they do not understand why the Council attaches to it so much importance and devotes to it so much effort and money.

To conclude this section we should like to add that the Council has expended this effort and this money in the firm conviction that it had to serve the entire country if it were to be truly a national and bilingual organization.

V. MEANS ADOPTED TO DEVELOP THE BILINGUAL AND
BICULTURAL CHARACTER OF THE CWC

27. The broad goals to which the Canadian Welfare Council is committed suggest within its membership similarities of interests, objectives and program. This does not imply, of course that similar means are used to develop program in the Council's different fields of interest. These means may vary from one field to another according to the aims that are envisaged.

Concerning bilingualism and biculturalism, the Council has emphasized various means to ensure communication between its English-speaking and French-speaking members. These are: translation, publications, conferences, staff appointments, and bilingual participation on the Board, in committees and in divisions. Before discussing these various aspects of communication, their problems and realities (including the costs), we should like to emphasize that such means, each of which has intrinsic value, cannot replace personal conviction or effort on the part of those who are called upon to implement them. The use of simultaneous translation and of classes in French, for example, remain mere techniques of communication, and do not contribute to achievement of the Council's objectives, unless all staff and members are conscious of the various cultural elements within the Council's membership, if not throughout the whole of Canada.

28. Translation

Translation, as we have noted, has been one of the most useful and valuable devices for the evolution of bilingualism within the Council.

Most of the documents published by the Council include both English and French versions, except for a few which are of little or no use to one or the other group.

For many years, the Council employed a full-time translator, unfortunately, however, budget did not permit retaining the services of a senior translator and it was difficult to find competent candidates. Two or three times the Council trained a translator on the spot, but when he had acquired the necessary competence, he took employment elsewhere. Employment of a junior translator requires continuous supervision, and it is thus very expensive from the administrative point of view, both in time and money. About a year-and-a-half ago, the Council chose to use the services of outside translators who are knowledgeable about the Council and who work quickly and well. They now translate about 80 per cent of the Council's work. Most of the time, they do the long and difficult translations; the shorter and easier texts are translated by the Council staff.

29. The Council, like any administration, must bear the inconveniences caused by the time required in preparing translations: by force of circumstance, the French version normally comes out later than the English. These texts sometimes require careful adaptation and scrutiny. For instance, certain illustrations arising out of English-speaking Canadian experience, must be replaced by examples taken from French-Canadian experience. (The typically English logic and the typically French logic must also be watched carefully in the writing of texts, one being inductive and the other deductive).

The interpretations of law must take into account the differences between common law and civil law.

30. Publications and periodicals

As already indicated, most of the Council publications are printed in both languages. However, the two periodicals, CANADIAN WELFARE and BIEN-ETRE SOCIAL CANADIEN, are an exception. Before the advent of MISSIVE, and its successor BIEN-ETRE SOCIAL CANADIEN, CANADIAN WELFARE used to publish three or four pages in French in each issue. There have been discussions from time to time about the possibility of producing one magazine, but there are a number of unanswered questions about this. How much of the magazine would be in French and how much in English? One printing of CANADIAN WELFARE totals about 3800 issues, and that of BIEN-ETRE SOCIAL CANADIEN, 1200. Would English-speaking members, a good number of whom read French with difficulty or do not read it at all, welcome this change? The same question could be asked about French-speaking members. How would the choice of articles be balanced? How would the time of editorial staff best be used?

For the time being, there is close co-operation between the editors of both magazines for the exchange of articles and other information.

31. The annual report of the Council has been published in both languages.

Two plans have been attempted:

- a) publication of two versions, French and English, under the same cover;

b) publication of the English version, with a résumé in French.

The first method was thought to be costly and impractical, the French-speaking readership being about 10 per cent of the English. The second method places French in an inferior position. The two versions are now published separately.

Each of the reports and technical bulletins of the Council are published in both French and English. For the time being, the technical difficulties of one bilingual presentation, though desirable, are the same as for the periodicals.

32. The cost of producing the Council's French publications is of some concern because the market for them is limited. The number printed in French varies from about 20 to 33 per cent of that of the same publication in English. The printing costs per unit are higher; and to these must be added the translation costs. However, the Council's publications section sells both versions at the same price.

33. Conferences and meetings

Meetings, institutes and conferences organized under the auspices of the Council have presented appropriate opportunities to bring about the meeting of the two cultures in the field of social welfare.

Two aspects relevant to bilingualism emerge: the planning of the program and the conduct of the discussions.

The choice of subjects does not present any insurmountable difficulty if the meeting takes place in Ontario or in Quebec where there are some similarities of interest. If, however, the meeting

takes place elsewhere and the French-speaking audience is small, the choice is more delicate because there are numerous differences between the concerns of English and French-speaking members, born out of different needs in the planning and structure of agencies within each group. The best solution has been that of a special meeting of French-speaking members during the conference. Another successful formula has been that of holding regional bilingual meetings in Quebec, under the auspices of the French Commission, divisions or committees.

34. The conduct of discussions in both languages involves questions both of leadership and of translation. Chairmen and leaders must be bilingual for the meeting to be successful. The use of joint chairmen, which occasionally has been done, sometimes places one or the other chairman in an inferior position. The translation of papers before the meeting helps a good deal in the conduct of discussion and also in the freedom of each participant to express himself in his own language, provided he speaks slowly and simply. Simultaneous translation which members of the Council have requested has not been too happy an experience because very few people have used it. The system has been found to be impracticable, especially for small meetings. For large meetings, there needs to be education in the profitable use of simultaneous translation. At times, the Council has planned two separate meetings, one in French and one in English, on the same subject. It has been noted with satisfaction that curiosity has prompted English-speaking persons to attend the French meeting and vice versa!

Speakers who alternate from one language to the other and include summaries throughout their speeches seem to have been the ones who have best retained the attention of their audiences.

35. Staff

The Council's staff remains its principal agent of communication with the individuals, communities and governments that it is called upon to serve.

In the search for bilingual candidates for its positions, the Council has reason to be pleased with those whom it has had the good fortune to attract. Of the present executive staff which numbers 23, four are French-speaking and have an adequate knowledge of both languages; two English-speaking executives speak French fluently and about ten others can read it. Of the office staff which numbers 32, nine are French-speaking and bilingual; three or four of the English-speaking staff read French.

36. The difficulties faced by the Council in the appointment of bilingual executive staff are the following:

- i) The lack of bilingual, trained social workers, Those who are available in Quebec and elsewhere are quickly employed by private services, local and regional, and by governments and universities.
- ii) Most people are reluctant to move from a community where they are happy to new and strange surroundings. This is particularly apparent today in the case of French-speaking Quebecers who are being invited to join the Federal Civil Service in Ottawa and organizations such as the Canadian Welfare Council. Some

of them hesitate or refuse to come to Ottawa, feeling they might not feel at home there or that they would not find the social and cultural advantages they enjoy in their own province. Furthermore, because Quebec is expanding so rapidly it can absorb all its trained and skilled people whose numbers are as scarce there as elsewhere. It is therefore quite understandable that its citizens would choose to put their skills to work in their home province.

iii) The Council has experienced difficulties in recruiting candidates who could serve all parts of the country with equal ease. If the worker is English-speaking and unilingual, his services to the French areas are not as effective as elsewhere in Canada. All his correspondence and his other work have to be translated. During consultations his lack of familiarity with the French language, and often with the social institutions and the cultural background of French Canada handicaps his action, although he may have been personally accepted and received with understanding and warmth.

If, on the other hand, the worker is French-speaking and most likely bilingual, there are certain inadequacies which may be expected. The worker's previous experience will equip him mainly to serve French Canada and only to a lesser degree the other areas of Canada.

37. One may conclude that to serve its members adequately, the Council must take into account the requirements both of language and

of culture. For this reason, some duplication of staff seems unavoidable at present. This is costly.

38. Bilingual participation on the Board of Governors and within divisions and committees.

The structure and nature of the Council require that a great number of volunteers be used so that it can pursue its task successfully.

About five years ago, a count was made of the volunteers serving the Council and it was found that they numbered 500. It goes without saying that these volunteers do not all give the same degree of service. Some of them, the members of the Executive Committee for instance, give more of their time because of the responsibilities they carry.

39. Of the 96 members of the Board, 24 are French-speaking. Of these, 17 are from Quebec and 7 from Ontario. Within divisions and committees, French-speaking representation may vary from 10 to 33 per cent. Of the 1100 individual members of the Council, 163 are French-speaking; of the 480 agency members, 50 are French-speaking. To these figures should be added the 540 subscribers to BIEN-ETRE SOCIAL CANADIEN.

The participation of French-speaking Canadians in the Council has grown and improved both quantitatively and qualitatively. Their continued interest and staunch support have been demonstrated in many ways.

40. The Council's volunteers are recruited mainly from its membership or else from among volunteers who serve on the boards of agency members. French-speaking volunteers, the real leaders that the Council needs, are difficult to find. Some refuse because of their occupations, the travelling which meetings often require, the discussions in English, their lack of familiarity with items on the agenda, the differences of programs of the agencies with which they are already connected. The refusal of some others is based on the non-sectarian character of the Council.
41. At present, private and public services are in a period of accelerated growth and the need for planning at the local and provincial levels draws many good volunteers. This development is welcomed by the Council even though it may pose some problems for the recruitment of its own volunteers. It is hoped that with the creation of a Quebec Provincial Welfare Council the distribution of functions and tasks, and the channels of communication, will be clarified.

We should add here that the development of a provincial welfare council is not limited to Quebec. There is one in Ontario and others are on the way in other parts of the country. This move, if continued under the present atmosphere of co-operation, can be a strong force for the advancement of social welfare. It does, however, contain potential dangers of division which could grow if an extreme kind of regionalism were to come into being.

42. Now that it has formalized its bilingual and bicultural character, the Council intends to emphasize it, not blindly, but with realism and a clear awareness of the differences of cultural background and the difficulties involved. It will use the means indicated to train its staff in the use of both official languages if their particular function requires it, to search for bilingual executive staff, to place further emphasis on the bilingual composition of its board and its committees, to make use of the French Commission and to practise bilingualism in all its activities, etc. The Council considers, however, that what is most important is that everybody - individual members, agency members, staff, volunteers - give recognition to the reality of the bilingual and bicultural character of Canada and understand the spirit of it in order that they may be able to put it into practice.

VI. CONCLUSION

43. The preceding pages have brought to light, we hope, the deep concern of the Canadian Welfare Council for all that touches upon human relations and more particularly the implications of the concepts of social change, of differences, and of conflict and tension in achieving its broad commitment to the improvement of the well-being of the Canadian people. This is how it sees its role as a meeting place of the two Canadian cultures in matter of welfare.

Social change today is accelerating at a rate that is more readily measured over one generation or one decade than over an epoch, as it was heretofore. Without indulging in a long sociological treatise, we may state that the component factors in inter-ethnic relations within the Council - that is, religion, language, social class - are perceived more clearly and with deeper meaning than they were fifteen or twenty-five years ago.

44. Recognition of the differences which characterize individuals, groups, and institutions, also plays an important part in the thinking of the Council. The Council is influenced not only by the pluralism of Canadian society but also by the conviction that these differences are a source of possible enrichment. Its quest for co-operation among various social and professional groups, co-operation essential in the pursuit of its work, testifies to this concern.

45. Finally, a third factor, that of conflict and tension, is ever present in the Council, and it constitutes a valuable contribution to its progress. The Council looks at this tension in a constructive way, as an element that nourishes its very being. Without the diversity in points of view that give rise to so much internal discussion, the Council would lack much of its dynamism. Needless to say, it does not escape the problems that arise from such debate but therein lies its task.



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